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ABSTRACT

This is a revision of a 1973 study of the supply and demand of public school administrators in Minnesota. The revision includes more information on women and minorities. It offers a profile of Minnesota administrators, both their personal and professional characteristics, with the understanding that most administrative positions will be filled from this pool. A second pool, a "ready reserve" of administrators, is made up of persons who have been trained in administration but do not hold administrative positions. This pool is approached through an examination of the output of Minnesota's administrator preparation institutions. There was no way of obtaining data on a third pool, administrators from states other than Minnesota. The data for the discussion of demand was obtained from 430 school superintendents who returned a questionnaire that asked them to predict changes in their districts that will affect the demand for administrators during the next five years. The final chapter, conclusions and policy issues, goes beyond the data to report informed opinion. (Author/IRT)

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CLIFFORD P. HOOKER, *Professor*
University of Minnesota

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PREFACE

In 1973, the Department of Educational Administration published a monograph reporting the results of a study of the supply and demand of public school administrators by Professor Clifford P. Hooker. It was a time of unusual interest in administrative positions and personnel as training requirements were being advanced and state institutions of higher education were requesting approval to offer this training. Also, the press for equality in training and employment by females and minorities was emerging.

Interest in the 1973 *Supply and Demand of Public School Administrators* has remained high, both in Minnesota and throughout the nation. Having exhausted the supply of the original study, and recognizing that more current data on the topic would be helpful, I have replicated and expanded the earlier study in this 1976 report. The principal feature of this enlarged edition is the inclusion of much more material regarding females and minorities. Also, this second study, of essentially the same variables, permits a longitudinal analysis which of course was not possible in the last study. These two time-lapse photographs of the administrators, positions, and the training programs give some perspective on trends. However, caution must be exercised in the interpretation of these data. The variables are always in transition. The study of administrative personnel and positions is akin to taking photographs from the window of a moving vehicle. The landscape changes the moment the shutter clicks. With this declaimer, and many more which are stated on various pages of the report, the author feels that this 1976 *Supply and Demand of Public School Administrators in Minnesota* includes information which is both interesting and useful.

The author's thanks are due to the hundreds of busy, but gracious, educators who responded to the questionnaires and who otherwise provided counsel and direction as the study progressed. I owe thanks also to Dr. Van D. Mueller, Chairperson of the Department of Educational Administration, University of Minnesota, whose encouragement and frequent inquiries about the progress of the study communicated his interest and support.

Finally, I am grateful to Denise Daniel, and Malathi Somaiah for their work on the project. They provided the essential research assistance, typing, editing, and regular monitoring which made it possible for me to complete this study while I was involved in many other professional activities.

Clifford P. Hooker

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CHAPTER ONE

INTRODUCTION

Both the availability of and demand for trained leadership for the public schools are elastic and somewhat illusive concepts. They tend to contract or expand according to certain properties and laws which are not thoroughly understood nor predictable. Investigations in this field, therefore, lack the sophistication and rigor which are normally associated with scientific research. The absence of controls and the inappropriateness of the experimental method strip the investigator of the tools needed for more definitive work.

Given this state of the art in personnel forecasting, the researcher, like the meteorologist, must create new ways of examining the evidence. For instance, the meteorologist has discovered that a series of photographs of clouds taken from a satellite over an extended period of time reveal information which is useful in predicting the weather. The time lapse between photographs is critical. Similarily, this study of the supply and demand of school administrators in Minnesota is the second in a series which is designed to provide an important service to educators and policy makers in Minnesota. The first study was published in 1973, using data which were collected in 1971-72. The base-line data of the previous study are cited frequently in this volume.

Continuing the analogy between the meteorologist and the personnel researcher in educational administration, both are at their best when the area of interest is relatively large. For example, the meteorologist can predict the weather for the Rocky Mountains with great accuracy. However, predicting the weather for Salt Lake City or even the state of Utah is much more difficult. Similarily, the supply and demand of school administrators in the nation can be measured and projected with some degree of certainty. But how about the

supply of school administrators and the number of available positions in Minnesota? The trained talent, like the clouds, float across state lines. Also, the forces which expand and contract the supply and demand are illusive and sometimes nefarious.

The supply of individuals to meet replacement needs and fill new positions can be identified with three basic sources. First, there are the incumbent administrators in the state. While these people clearly are not a part of a "trained reserve," they will likely continue to fill most of the administrative positions for many years. Therefore a rather careful look at these people provides a mosaic of Minnesota school administrators for the next several years. The results of a questionnaire study of these administrators are reported in the next chapter of this monograph.

A second source of supply is truly a "ready reserve" in educational administration. The persons in this group, most of whom are classroom teachers, are fully trained and waiting for an opportunity to be administrators. This group, however, is suprisingly difficult to locate. Records in the State Department of Education simply fail to reveal in an uncontaminated fashion the content of graduate programs which are pursued by teachers. Moreover, most candidates for administrative credentials do not apply for a certificate until they are actively seeking a position. This search for an administrative position may be delayed if the incentive for administration is not attractive. Then, too, many educators are "place-bound" in that they will not move to accept administrative positions. Finally, some teachers complete graduate programs in educational administration with no intention of becoming an administrator. They simply collect available graduate credits which improve their standing on the local salary schedule for teachers.

These problems notwithstanding, it was necessary to get some information about the recent graduates of educational administration programs. The most available source of information was the institutions which award graduate degrees.

The results of this contact with the administrator preparation institutions are reported in Chapter Three.

The final source of administrators for Minnesota schools is even more nebulous than the groups described earlier. This is the mass of trained talent from neighboring states which is attracted by the pay scales and working conditions in Minnesota schools. For example, the list of applicants for every major superintendency in Minnesota always includes more non-residents than residents.

Finding no way to measure the potential supply of administrators who are now employed outside the state, this source of supply is not treated further in this report. However, the data in several tables show that a large number of administrators moved to Minnesota from similar positions in other states. Also, the data point out that over one-third of the Minnesota school administrators completed their highest degree from an institution outside the state. Conversely, the data fail to reveal an exodus of Minnesota residents to seek training or positions in other states.

The demand side of the personnel equation is addressed in Chapter Four. The data for this portion of the study were obtained from 430 school superintendents who returned the questionnaire. These superintendents were asked to predict changes in their districts which will affect the demand for administrators during the next five years. Again, there are uncertainties in the data, but no better source of data is available. Hopefully, local school superintendents can make five year projections of their needs for administrative personnel.

Chapter Five includes comments about the present supply and future needs for administrators. There is a tendency in the final chapter to go beyond the data to report informed opinion, which may aid Minnesota policy makers in the reallocation of scarce resources for the training of school administrators.

The status of females and minorities in administrative positions is treated rather extensively in this document. The

limited discussion of this topic in the 1973 report attracted considerable attention, leading to the belief that a more in-depth investigation would be useful. While it is dangerous to draw conclusions about trends from but two reference points, there is sufficient evidence in this study and the previous one to alert policy makers to employment practices which are counter to contemporary rhetoric on this subject. Stated candidly, the national press to extend equal employment opportunities to under-represented groups, such as females and minorities, seems to have escaped the public schools in Minnesota. This is especially true with respect to the positions which command high salaries and exercise power over the system.

CHAPTER TWO

A 1975 PROFILE OF MINNESOTA SCHOOL ADMINISTRATORS

It may be trite to point out that the future supply of school administrators is largely a reflection of the current scene. Most of the incumbent administrators will continue in their present positions for many years and others will apply for more attractive administrative positions in Minnesota as they become vacant. Therefore, it is logical to begin this assessment of the supply of school administrators with a somewhat detailed look at the persons who now hold the administrative posts in the public schools.

The personal and professional characteristics of Minnesota school administrators are described in this chapter. The data were obtained from questionnaires which were returned by 2686, or about 80 percent, of the persons holding position for which administrative certification is required. Included in the data are the responses of 430 (99 percent) of the school superintendents in the state. The few superintendents failing to respond are employed in school districts enrolling less than one percent of the students. The principals who did not return questionnaires are scattered randomly around the state.

PERSONAL CHARACTERISTICS

Administrators were asked to provide the rather usual and mundane information about themselves, their positions and the school districts which employ them. The items of interest included age, sex, race, certification, tenure in present position, educational background, number of students in the district, and retirement plans. The results are reported in a series of tables which follow. In most instances the tables show a comparison between female and male administrators. Certainly one item of interest here is the status of women in school administration in Minnesota.

AGE

The age of Minnesota school administrators is reported in Table 1. The results here are strikingly similar to those reported three years earlier. Both studies show that superintendents and other central office administrators are somewhat older than the principals and assistant principals. Also, it is apparent once more that the administrators are a mature lot with a median age between 41 and 45. Again, there are more superintendents over 60 than under 30. One superintendent out of six is over 60 years of age.

The uncertainty surrounding personnel predictions in education was emphasized in the 1973 study and repeated in Chapter One of this volume. The combination of events since 1973 illustrates the point. The Minnesota Legislature greatly increased retirement benefits for educators in 1973, causing some observers to believe that administrators would choose to retire early. Indeed, a few administrators did respond in this manner. However, the attractiveness of the increased retirement benefits for the most senior administrators was dulled by the realities of double-digit inflation in the mid 1970's. It appears now that the improved 1973 retirement plan provided little real incentive for early retirement.

TABLE 1
AGE OF MINNESOTA SCHOOL ADMINISTRATORS

Position	Under 25	26-30	31-35	36-40	41-45	46-50	51-55	56-60	Over 60	Total
SUPERINTENDENT	3	4	20	61	50	96	91	54	51	430
ASSISTANT, ASSOCIATE & DEPUTY SUPERINTENDENT	0	2	9	14	15	22	16	6	3	87
ADMINISTRATIVE ASSISTANT	0	3	6	19	14	11	6	3	6	68
DIRECTOR	1	4	8	26	42	29	23	15	8	156
SECONDARY PRINCIPAL	0	33	94	140	124	117	75	43	28	654
ASSISTANT SECONDARY PRINCIPAL	0	19	65	61	59	56	24	9	4	297
ELEMENTARY PRINCIPAL	3	46	156	161	168	127	85	58	43	847
ASSISTANT ELEMENTARY PRINCIPAL	0	2	4	2	3	1	1	1	1	15
OTHER	1	8	24	22	27	25	11	9	5	132
TOTAL	8	121	386	506	502	484	332	198	149	2686

SEX

Possibly the strongest language in the 1973 study was used to report the shocking under-representation of women in management positions in education in Minnesota. The observation was made:

"The extinction of the female species among administrators is so nearly complete that only increases in the number of women in school administration would be worthy of note by future investigators."

Regrettably, to follow the advice given in the 1973 study would leave nothing "worthy of note" in this report. *The number of women in school administrative positions in Minnesota declined from 202 in 1973 to 181 in 1975.* Virtually all of the decline occurred in the elementary school principalship where the earlier figure was 157 and, as shown in Table 2, 134 in 1975. Three females were holding positions as secondary school principals when each study was made. Only one female has gained membership in the "white male club" which dominates the school superintendency in Minnesota. Women hold but 6.6 percent of all administrative posts in the public schools of Minnesota, but they account for more than 50 percent of the teaching positions. These facts raise a lot of serious questions, especially about the effectiveness of affirmative action programs in the public schools of Minnesota.

TABLE 2
SEX OF MINNESOTA SCHOOL ADMINISTRATORS

Position	Female		Male		Total
	No.	%	No.	%	
SUPERINTENDENT	1	.4	429	99.6	430
ASSISTANT, ASSOCIATE & DEPUTY SUPERINTENDENT	2	2.8	85	97.2	87
ADMINISTRATIVE ASSISTANT	0	0.	68	100.	68
DIRECTOR	9	5.8	147	94.2	156
SECONDARY PRINCIPAL	3	.5	651	99.5	654
ASSISTANT SECONDARY PRINCIPAL	8	2.7	289	97.3	297
ELEMENTARY PRINCIPAL	134	15.8	713	84.2	847
ASSISTANT ELEMENTARY PRINCIPAL	5	33.3	10	66.7	15
OTHER	19	14.4	113	85.6	132
TOTAL	181	100.0	2505	100.0	2686

AGE AND SEX

The data in the first two tables have been combined in Table 3 to show the interaction between the variables of age and sex. Since this analysis was not made in the earlier study, no comparison of results is possible.

The message in Tables 2 and 3 is clear, unequivocal, and consistent. Men predominate at all ranks in school administration and they are younger than their female colleagues. Table 3 shows a median age between 51 and 55 for women and 41 and 45 for men. This is especially significant when it is recognized that all but one of the 430 superintendents are men—the position which is normally held by the most senior persons in school administration. Also, since so few women have ever been high school principals, the conclusion one must draw is that men are replacing women as they retire from the elementary school principal position. If this practice continues unabated the next investigator will have little reason to partition the data according to sex. Men will hold all of the administrative positions.

TABLE 3
AGE AND SEX OF
MINNESOTA SCHOOL ADMINISTRATORS

Age	Female		Male		Total
	No.	%	No.	%	
UNDER 25	0	0.	8	.3	8
26-30	8	4.4	110	4.5	118
31-35	11	6.0	372	14.9	383
36-40	16	8.8	488	19.6	504
41-45	25	13.7	480	19.1	505
46-50	26	14.3	462	18.4	488
51-55	31	17.0	305	12.1	336
56-60	34	18.8	164	6.5	198
OVER 60	30	17.0	116	4.6	146
TOTAL	181	100.0	2505	100.0	2686

RACE

The race of Minnesota school administrators is shown in Table 4. Again, comparisons with the earlier study are impossible because this question was not asked in 1973.

Educators and laymen may find little new information in Table 4. Everyone knows that almost all of the school administrators are white. In fact, 98 percent of such positions are held by whites in Minnesota. The number of Blacks, American Indians, and Chicanos holding administrative positions is far below what one would expect from the population characteristics of this state. The single surprise in Table 4 is that 17 principals reported their race as "other." Given the choices in this question, it is hard to believe that 17 of them would find it necessary to respond in this manner. It could be that most of these 17 principals confused ethnicity with race.

Many of the facts reported in earlier tables are repeated in Table 5. The predominance of white males is obvious once more. There is one observation about Black administrators which is worth reporting, however. While the numbers are small, and conclusions are therefore dangerous, it does appear that Black females represent about one in four of all Black administrators. White females are outnumbered sixteen to one by white males.

TABLE 4
RACE OF MINNESOTA SCHOOL ADMINISTRATORS

Position	Caucasian	Black	American Indian	Chicano	Other
SUPERINTENDENT	430	0	0	0	0
ASSISTANT, ASSOCIATE & DEPUTY SUPERINTENDENT	82	4	0	0	1
ADMINISTRATIVE ASSISTANT	68	0	0	0	0
DIRECTOR	153	1	0	2	0
SECONDARY PRINCIPAL	642	7	0	0	5
ASSISTANT SECONDARY PRINCIPAL	283	11	2	0	1
ELEMENTARY PRINCIPAL	829	5	0	1	12
ASSISTANT ELEMENTARY PRINCIPAL	14	1	0	0	0
OTHER	127	2	0	0	3
TOTAL	2628	31	2	3	22

TABLE 5
RACE AND SEX OF
MINNESOTA SCHOOL ADMINISTRATORS

Race	Female	Male	Total	%
CAUCASIAN	172	2454	2626	97.6
BLACK	8	23	31	1.1
AMERICAN INDIAN	0	2	2	.1
CHICANO	0	3	3	.1
ORIENTAL	0	2	2	.1
OTHER	1	21	22	.8
TOTAL	181	2505	2686	100.0

TENURE IN PRESENT POSITION

The nomadic characteristic of Minnesota school administrators is revealed in Table 6. They appear to be searching constantly for greener pastures. Almost one-half of them have been in their positions for five years or less and three out of four have moved in the past decade. These data put to rest the stereotype of a school administrator as a "permanent fixture," a person on tenure and long term in office. Also, exploded here is the myth that lack of turn-over and declining school enrollments preclude the employment of females and minorities in school leadership positions.

As in 1973, the elementary principals seem to persist the longest in their positions. This may be true because of the limited opportunities for advancement from this position, especially for the females. As employment and promotion practices exist presently in Minnesota, the probability of a female elementary school principal being promoted to superintendent of schools, for instance, is zero.

The tenure of Minnesota school administrators by sex is shown in Table 7. Either by choice or because of lack of opportunities for promotion, the females tend to remain in their present position longer than men. A full 30 percent of the females have been in their present position for 16 years or longer. The comparable figure for the males is 18.9 percent.

The lack of mobility for female educators is shown once more in Table 8. Nearly 55 percent have worked in their present district for 16 years of more, whereas, just over 27 percent of the men fall in this category.

TABLE 6
TENURE IN PRESENT POSITION

Position	0-5	6-10	11-15	16-20	21-25	26-30	Over 30	Total
SUPERINTENDENT	185	140	45	38	15	6	1	430
ASSISTANT, ASSOCIATE & DEPUTY SUPERINTENDENT	54	22	3	2	3	2	1	87
ADMINISTRATIVE ASSISTANT	44	15	3	2	2	2	0	68
DIRECTOR	66	56	19	10	3	2	0	156
SECONDARY PRINCIPAL	328	174	64	48	25	7	8	654
ASSISTANT SECONDARY PRINCIPAL	180	81	24	9	3	0	0	297
ELEMENTARY PRINCIPAL	288	260	129	92	59	14	5	847
ASSISTANT ELEMENTARY PRINCIPAL	9	2	2	2	0	0	0	15
OTHER	74	40	10	5	1	1	1.	132
PERCENT	45.6	29.5	11.1	8.0	4.0	1.3	.5	2686

TABLE 7
TENURE IN PRESENT POSITION ACCORDING TO SEX

Tenure	Female		Male		Total	
	No.	%	No.	%	No.	%
0-5	67	36.9	1043	42.0	1110	41.5
6-10	35	18.9	723	28.9	758	28.2
11-15	27	15.0	256	10.2	283	10.5
16-20	24	13.4	174	6.9	198	7.4
21-25	19	10.6	90	3.6	109	4.0
26-30	5	2.8	209	8.3	214	7.9
OVER 30	4	2.4	10	.1	14	.5
TOTAL	181	100.0	2505	100.0	2686	100.0

TABLE 8
YEARS OF EMPLOYMENT IN PRESENT SCHOOL DISTRICT

Years	Female		Male		Total	
	No.	%	No.	%	No.	%
0-5	36	20.0	790	31 5	826	30.8
6-10	19	10.4	638	25.6	657	[illegible].5
11-15	27	14.8	386	15.4	41[illegible]	15.4
16-20	36	20.0	335	13 3	[illegible]1	13.8
21-25	35	19.5	237	9.5	272	10.1
26-30	15	8.2	94	3.7	109	4.0
OVER 30	13	7.1	25	1.0	38	1.4
TOTAL	181	100.0	2505	100.0	2686	100.0

SIZE OF SCHOOL DISTRICT

The relationship between administrative staffing and the size of the student enrollment is shown in Table 9. Since each school district has one superintendent, regardless of the number of students enrolled, the row reporting the distribution of superintendents can be used as a proxy for district size in Minnesota. Cursory examination of these figures reveals that over one-half of the superintendents are employed in districts enrolling under 1000 students. According to most criteria on the subject, these districts are very small.

The profile of employment for secondary principals is slightly different from that of superintendents. All districts do have at least one high school but larger ones may have several. This accounts for the shifting of the median to districts enrolling up to 2000 students.

The "typical" elementary school principal works in an even larger school district. About 50 percent of the elementary school principals are found in districts enrolling over 4000 students.

The employment pattern for school administrators is analyzed further in Table 10. The distribution of female administrators by district size is especially interesting. Over 40 percent of them are employed in the smallest districts of the state, but the largest districts account for another 22 percent of the female administrators. The districts enrolling between 1000 and 20,000 are most hesitant to employ female administrators. Included in this group are all but a few of the suburban districts in the Twin Cities metropolitan area.

TABLE 9
SIZE OF DISTRICT

Position	Under 1000	1000 2000	2001 3000	3001 4000	4001 5000	5001 7000	7001 10,000	10,001 20,000	Over 20,000	Total
SUPERINTENDENT	239	84	34	15	11	17	11	14	5	430
ASSISTANT, ASSOCIATE & DEPUTY SUPERINTENDENT	1	5	6	7	10	9	8	20	21	87
ADMINISTRATIVE ASSISTANT	1	13	9	7	0	10	8	12	8	68
DIRECTOR	3	7	7	8	7	15	26	34	49	156
SECONDARY PRINCIPAL	235	103	50	34	31	36	37	41	87	654
ASSISTANT SECONDARY PRINCIPAL	7	38	20	23	11	23	33	43	99	297
ELEMENTARY PRINCIPAL	225	83	71	51	31	69	66	96	155	847
ASSISTANT ELEMENTARY PRINCIPAL	1	3	2	1	0	0	0	2	6	15
OTHER	9	18	29	6	5	6	4	22	33	132
TOTAL	721	354	228	152	106	185	193	284	463	2686

TABLE 10
SIZE OF DISTRICT ACCORDING TO SEX OF ADMINISTRATORS

No. of Students In District	Female		Male		Total	
	No.	%	No.	%	No.	%
UNDER 1000	75	41.4	675	26.8	721	26.8
1000-2000	10	5.5	356	14.5	354	13.3
2001-3000	7	3.9	230	9.2	228	8.4
3001-4000	7	3.9	145	5.7	152	5.7
4001-5000	2	1.1	94	3.7	106	3.9
5001-7000	4	2.2	183	7.3	185	6.9
7001-10,000	10	5.5	173	6.9	193	7.1
10,000-20,000	18	10.0	267	10.7	284	10.7
OVER 20,000	48	26.5	382	15.2	463	17.2
TOTAL	181	100.0	2505	100.0	2686	100.0

ADMINISTRATIVE EXPERIENCE BEFORE MOVING TO MINNESOTA

As mentioned earlier, it is difficult to isolate the supply of administrators for a single state. School administrators are a rather mobile group. They do not hesitate to move across state lines to achieve a professional advancement. Certainly the reputation of Minnesota schools and the above average salaries paid to administrators attract the attention of capable and ambitious administrators in many states.

The extent to which school administrators have migrated to Minnesota is shown in Table 11. As a group, over 18 percent of the incumbent administrators began their careers in other states. However, the figure for school superintendents is almost double this amount. The elementary principals are the most parochial of the major groups of administrators, with something like 90 percent of them having no experience in another state.

The administrators who did migrate to Minnesota were relatively young when they made the move. More than one half of them were under 35 years of age. This is somewhat below the median age of all incumbents which is between 41 and 45. (See Table 1)

Again, the data were partitioned according to sex. The results are shown in Table 12. Clearly, the female administrator is more likely to be a product of Minnesota. Only 6.5 percent of them have had administrative experience in other states. The figure for the males is 19.5 percent. It seems that females either do not seek employment outside their home state, or employing school boards in Minnesota are less inclined "to take a chance" on a female than a male from another state.

TABLE 11
ADMINISTRATIVE EXPERIENCE IN ANOTHER STATE

Position	No	Yes (Age)							
		Under 35	36-40	41-45	46-50	51-55	56-60	Over 60	Total
SUPERINTENDENT	256	70	47	34	15	6	2	0	430
ASSISTANT SUPERINTENDENT	66	5	10	4	0	0	2	0	87
ADMINISTRATIVE ASSISTANT	60	6	1	1	0	0	0	0	68
DIRECTOR	121	16	14	2	2	0	0	1	156
SECONDARY PRINCIPAL	536	80	22	11	2	3	0	0	654
ASSISTANT SECONDARY PRINCIPAL	265	28	3	1	0	0	0	0	297
ELEMENTARY PRINCIPAL	760	63	12	4	7	1	0	0	847
ASSISTANT ELEMENTARY PRINCIPAL	14	1	0	0	0	0	0	0	15
OTHER	122	7	1	1	1	0	0	0	132
TOTAL	2200	276	110	58	27	10	4	1	2686

TABLE 12
ADMINISTRATIVE EXPERIENCE OF FEMALE AND MALE ADMINISTRATORS BEFORE COMING TO MINNESOTA

Prior Experience	Female		Male		Total	
	No.	%	No.	%	No.	%
YES	10	6.5	489	19.5	499	18.6
NO	171	94.5	2016	80.5	2187	81.4
TOTAL	181	100.0	2505	100.0	2686	100.0

AGE TO RETIRE

The final question of a rather personal nature pertained to plans for retirement. Specifically, the administrators were asked to indicate the age at which they expect to retire. The results are displayed in Table 13. About 30 percent of the administrators plan to work until age 65, which happens to coincide with the termination of continuing contract coverage and maximum retirement benefits. However, a sizeable number have selected 62, 60, and under 58 as the target age for retirement.

As shown in Table 14 the females and males have selected similar plans for retirement. The ages of 65, 62, 60 and under 58 received the most responses. However, a significantly larger percent of the females plan to work until age 65.

TABLE 13
AGE EXPECTING TO RETIRE

Position	Age To Retire								Under	
	65	64	63	62	61	60	59	58	58	Total
SUPERINTENDENT	148	7	11	117	7	80	2	20	38	430
ASSISTANT, ASSOCIATE & DEPUTY SUPERINTENDENT	29	1	1	22	0	13	0	5	16	87
ADMINISTRATIVE ASSISTANT	26	0	0	22	0	10	0	1	9	68
DIRECTOR	67	3	5	31	2	27	0	8	13	156
SECONDARY PRINCIPAL	156	4	21	184	7	107	8	28	129	654
ASSISTANT SECONDARY PRINCIPAL	85	2	3	65	2	67	2	16	55	297
ELEMENTARY PRINCIPAL	289	8	19	167	4	147	7	36	170	847
ASSISTANT ELEMENTARY PRINCIPAL	6	1	0	1	0	2	0	1	4	15
OTHER	59	2	0	26	1	15	1	6	22	132
TOTAL	865	28	70	635	23	468	20	121	456	2686

TABLE 14
AGE FEMALE AND MALE ADMINISTRATORS EXPECT TO RETIRE

Age	Female		Male	
	No.	%	No.	%
65	95	52.5	760	30.3
64	6	3.3	22	.9
63	6	3.3	56	2.2
62	26	14.3	617	24.6
61	0	0	23	1
60	19	10.5	459	18.3
59	1	.5	20	.7
58	3	1.6	115	4.7
UNDER 58	25	14.0	433	17.3
TOTAL	181	100.0	2505	100.0

PROFESSIONAL CHARACTERISTICS

A second set of questions pertained to the professional qualifications of Minnesota school administrators. Specific questions were asked about the amount of professional preparation and the place where it was obtained. Also, inquiries were made relative to the certificates held by administrators and the duration of such certificates.

DEGREES HELD BY MINNESOTA ADMINISTRATORS

Minnesota Board of Education Regulation Edu 330 reads in part as follows:

(c) All candidates for certification shall have satisfactorily completed a program in school administration appropriate for the certificate requested which is approved by the department of education and

(1) which results in a specialist or higher degree, or

(2) which results in the completion of a program consisting of a minimum of 45 quarter credits, or the equivalent, beyond a Master's degree.

These regulations were adopted April 16, 1973 with an effective date of July 1, 1974. The regulations which were replaced by this Act of the Board were adopted in 1963 with an effective date of September 1, 1967. The principal change in the new regulations is the requirement of two years of preparation beyond the baccalaureate degree before initial certification. The old regulation provided for the first certificate to be issued upon the completion of a Master's degree, or in the case of school superintendents, the Master's degree, plus 15 credits. In all instances the certificates granted under the old regulations held the expectation that two years of post-baccalaureate training would be completed before the "Professional Certificate" would be issued. The training component in the new certification standards is the same as the requirement for membership in the national associations for school administrators.

The data displayed in Table 15 may be viewed either positively or negatively depending on which facts one is examining. The most encouraging fact is the substantial increase in the number of administrators with high levels of preparation. A total of 512 administrators have completed two years or more of post-baccalaureate training—the current standard for state certification and membership in professional societies. The number with this level of training was but 315 three years ago. Also, the number of administrators with no graduate degree has declined by 100 in three years.

The negative comments must be reserved for that bulk of the administrators (over two-thirds of the total) who hold the Master's degree. The number in this group has not changed significantly in the past three years. Stated bluntly, over two-thirds of the school administrators in Minnesota could not be certified under the new State Board regulations. They hold valid administrator certificates, however. The 1975 regulations, like all previous requirements, included a "grandfather" clause for persons who held certificates at that time.

The number and percent of female and male administrators holding various college degrees is shown in Table 16. The large portion of female administrators with no graduate degree is most significant. Clearly, these administrators received certificates many years ago. The data in several tables of this study suggest that males are replacing this group of female administrators as they retire.

TABLE 15
HIGHEST EARNED DEGREE

Position	Bachelor's Degree	Master's Degree	Specialist's Degree	Doctor's Degree	Total
SUPERINTENDENT	18	315	53	44	430
ASSISTANT, ASSOCIATE & DEPUTY SUPERINTENDENT	2	47	14	24	87
ADMINISTRATIVE ASSISTANT	10	46	3	9	68
DIRECTOR	9	91	16	40	156
SECONDARY PRINCIPAL	25	533	56	40	654
ASSISTANT SECONDARY PRINCIPAL	8	210	67	12	297
ELEMENTARY PRINCIPAL	80	663	80	24	847
ASSISTANT ELEMENTARY PRINCIPAL	0	14	1	0	15
OTHER	21	82	16	13	132
TOTAL	173	2001	306	206	2686
1973 TOTALS	273	2025	181	134	2613

TABLE 16
HIGHEST EARNED DEGREE BY
FEMALE AND MALE ADMINISTRATORS

Degree	Female		Male		Total	
	No.	%	No.	%	No.	%
BACHELOR'S	31	28.1	122	4.8	173	6.4
MASTER'S	104	57.7	1897	75.8	2001	74.5
SPECIALIST'S	13	7.1	293	11.7	306	11.4
DOCTOR'S	13	7.1	193	7.7	206	7.7
TOTAL	181	100.0	2505	100.0	2686	100.0

INSTITUTION GRANTING HIGHEST DEGREE

The institutions which granted the highest degrees held by Minnesota school administrators are identified in Table 17. While longitudinal data on this topic are not available, it seems likely that two variables which are controlled by the State Board of Education are operating in concert to shift the bulk of administrator preparation from the University to the State Universities and St. Thomas. The increase in certification requirements and the approval of more institutions to offer the advanced training seem to be contributing to this change. Certainly there was a time when the University trained most of the administrators in Minnesota. Only one year of post-baccalaureate training was required for certification at that time.

The strong reliance on out-of-state preparation programs is possibly the most impressive statistic in Table 17. This source accounts for over one-third of the administrators in Minnesota and it exceeds the production of the University of Minnesota. Moreover, the University contribution to the total has decreased while the out-of-state share has increased since the previous study was completed three years ago. The situation respecting superintendents is especially interesting. Well over 50 percent of them have migrated to Minnesota or as residents of the state they have obtained their professional preparation outside the state. Similarily, nearly one-half of the secondary principals have received their highest degree at institutions in other states. The elementary principals are more inclined to attend Minnesota institutions.

The data pertaining to the highest degrees held by administrators were partitioned according to sex in an effort to identify patterns. The results are displayed in Table 18. A careful examination of the table reveals that males are more inclined to complete their highest degree outside the state. Also, the University trains a relatively large share of female administrators. Conversely, St. Thomas, another large producer of administrators, trains only a few females.

TABLE 17
INSTITUTION GRANTING HIGHEST DEGREE

Position	University of Minnesota	Saint Thomas	Man-kato	Saint Cloud	Bemidji	Moor-head	Winona	Out of State	Total
SUPERINTENDENT	131	9	24	9	3	4	4	246	430
ASSISTANT SUPERINTENDENT	33	3	5	3	1	6	2	34	87
ADMINISTRATIVE ASSISTANT	25	4	5	6	1	3	0	24	68
DIRECTOR	69	6	10	7	4	6	1	53	156
SECONDARY PRINCIPAL	207	31	57	31	8	3	13	304	654
ASSISTANT SECONDARY PRINCIPAL	94	39	27	22	3	2	6	104	297
ELEMENTARY PRINCIPAL	236	24	142	99	59	36	28	223	847
ASSISTANT ELEMENTARY PRINCIPAL	4	4	1	2	0	0	0	4	15
OTHER	47	5	14	13	2	3	6	42	132
TOTAL	846	125	285	192	81	63	60	1034	2686

TABLE 18
INSTITUTION GRANTING HIGHEST DEGREE ACCORDING TO SEX OF ADMINISTRATORS

Institution	Female		Male		Total	
	No.	%	No.	%	No.	%
UNIVERSITY OF MINNESOTA	62	34.0	784	31.3	846	18.0
ST. THOMAS	7	4.0	118	4.7	125	15.1
MANKATO	31	17.1	254	10.1	285	10.0
ST. CLOUD	19	10.5	173	6.9	192	10.0
BEMIDJI	7	4.0	74	3.0	81	5.8
MOORHEAD	10	5.5	53	2.1	63	4.5
WINONA	8	4.5	52	2.1	60	2.9
OUT OF STATE	37	20.4	997	39.8	1034	33.7
TOTAL	181	100.0	2505	100.0	2686	100.0

CREDITS EARNED ABOVE HIGHEST DEGREE

Many administrators accumulate graduate credits as a form of inservice education and others are working toward a higher degree while holding an administrative post. One of the items on the questionnaire was designed to identify the amount of this training and to see if there were any sex differences. The data produced by the question are shown in Table 19. Unfortunately, the question failed to isolate the persons who have completed no credits beyond their highest degree. However, it is significant that about 40 percent of the administrators checked 0-15 credits. Only 18.6 percent have completed the equivalent of one year of training beyond that required for their highest degree.

The data show no significant differences in the tendency of females and males to accumulate credits beyond their highest earned degree.

EXPIRATION DATE OF ADMINISTRATIVE CERTIFICATE

The last question regarding the professional characteristics of the administrators pertained to their administrative certificates. Again, the data were separated according to the sex of the administrators. As shown in Table 20, over one-half of the total group reported holding a "life" certificate. The balance of the groups will need to have their certificates renewed by 1980. Since such renewal is generally based on additional graduate training, the outlook for continued high levels of attendance at the training institutions is favorable.

While the sample of females in this study is small, chance alone probably would not account for the relatively large number of female administrators with life certificates. The data here and in other tables suggest that these certificates were issued to relatively mature females many years ago. The training institutions have not produced a large number of female replacements who would need to have their certificates renewed during the next several years.

TABLE 19
CREDITS EARNED ABOVE HIGHEST DEGREE ACCORDING TO SEX OF ADMINISTRATORS

Credits	Female		Male		Total	
	No.	%	No.	%	No.	%
0-15	75	41.8	982	39.2	1057	39.4
16-30	54	29.7	598	24.0	652	24.2
31-45	19	10.4	460	18.3	479	17.8
46-60	19	10.4	297	11.9	316	11.7
over 60	14	7.7	168	6.6	182	6.9
TOTAL	181	100.0	2505	100.0	2686	100.0

TABLE 20
EXPRIATION DATE OF ADMINISTRATIVE CERTIFICATE BY SEX

Date of Expiration	Female		Male		Total	
	No.	%	No.	%	No.	%
LIFE	120	66.5	1351	53.9	1471	54.8
1975	14	7.8	201	8.0	215	8.0
1976	15	8.3	200	8.0	215	8.0
1977	9	5.0	214	8.5	223	8.3
1978	12	6.7	256	10.2	268	9.9
1979	8	4.5	254	10.2	262	9.8
1980	2	1.1	25	1.0	27	1.0
1981	0	0	2	.1	2	.1
1982	1	.1	2	.1	3	.1
TOTAL	181	100.0	2505	100.0	2686	100.0

PROFILES OF TYPICAL INCUMBENTS

The data in this study make it possible to sketch the profiles of typical school administrators in Minnesota. While all of the variability is obscured in this process, the results are interesting, nonetheless. For example, the typical superintendent is a white male between 46 and 50 years of age. He is employed in a district which enrolls fewer than 1000 students. His tenure there is between 6 and 10 years. The chances are about equal that he was an administrator in another state before coming to Minnesota. He holds a Master's degree which was completed at an institution outside the state. He has a life certificate, but he expects to retire at age 62.

The secondary school principal differs little from the person who supervises him—the superintendent of schools. He is a bit younger, possibly five years, and he is working in a slightly larger school district. Like the superintendent, he may be a product of an institution outside of Minnesota.

The profile of the elementary principal is largely a reflection of his associates in the front office and the high school. He may show a larger degree of parochialism in that his residence and training are more likely to have roots in Minnesota. The likelihood that the elementary principal will be a female has diminished decidedly since the last study was done in 1973.

Other profiles could be drawn from the data. To a large extent, however, this would be repetitious. Administrators in Minnesota tend to have similar personal and professional characteristics. This condition seems likely to continue until females, minorities, and young people are admitted to the club in greater numbers.

CHAPTER THREE

OUTPUTS OF PREPARING INSTITUTIONS

The graduates of the seven state approved administrator preparation programs represent the most significant source of personnel for leadership positions in the public schools of Minnesota. Persons aspiring to be school principals and superintendents must meet the requirements of these institutions, or as noted earlier, complete similar programs in other states. While it is technically possible to meet certification standards without completing a graduate degree, and vice versa, these are rather uncommon practices and somewhat cancelling in their effect on outputs. Due to this close relationship between graduate degrees and administrator certification, and since colleges and universities issue degrees rather than certificates (and therefore keep records accordingly), the preparing institutions were asked to report the number of degrees awarded during the past five years. Since the same request was made of these institutions only three years ago, the data for this study and the one in 1973 are over-lapping for 1970-71 and 1971-72.

STATE CONTROL OF AMINISTRATOR PREPARATION

The state maintains general control of administrator preparation programs in Minnesota. This control is exercised by the State University Board, the State Board of Education, and the Regents of the University. The State University Board and the Regents of the University authorize the granting of degrees in the State Universities and the University of Minnesota, respectively. Similarly, the State Board of Education,

upon the recommendation of its professional staff in the State Department of Education, approves administrator preparation programs. The standards established by the North Central Association of Colleges and Secondary Schools and approval by that agency are important considerations.

The procedures described above were used in granting approval to the institutions of higher education to offer the programs which are listed in Table 21. As shown in the table, seven institutions offer the Master's degree, six have two-year programs, and one awards Doctor's degrees. The pattern shown in Table 21 also suggests that approval to offer a graduate degree generally includes authorization to train administrators for all levels of specialization, e.g., elementary, secondary, and general administration. The one exception is at Bemidji where training is limited to elementary school administration. The outputs of these seven institutions are described in the following pages.

TABLE 21
INSTITUTIONS PREPARING SCHOOL ADMINISTRATORS IN MINNESOTA

Institution	Master's Degree	Specialist's Degree	Doctor's Degree Ph.D.	Ed.D.
UNIVERSITY OF MINNESOTA (Twin Cities)	ELEMENTARY SECONDARY GEN. ADMIN.	ELEMENTARY SECONDARY GEN. ADMIN.	ELEMENTARY SECONDARY GEN. ADMIN.	
UMD (University of Minnesota at Duluth)	ELEMENTARY SECONDARY GEN. ADMIN.	ELEMENTARY SECONDARY GEN. ADMIN.		
BEMIDJI	ELEMENTARY	(Program Continuation Arrangement with another University)		
MANKATO	ELEMENTARY SECONDARY GEN. ADMIN.	ELEMENTARY SECONDARY GEN. ADMIN.		
ST. CLOUD	ELEMENTARY SECONDARY GEN. ADMIN.	ELEMENTARY SECONDARY GEN. ADMIN.		
ST. THOMAS	ELEMENTARY SECONDARY GEN. ADMIN.	ELEMENTARY SECONDARY GEN. ADMIN		
WINONA	ELEMENTARY SECONDARY GEN. ADMIN.	ELEMENTARY SECONDARY GEN. ADMIN		

GRADUATE DEGREES IN EDUCATIONAL ADMINISTRATION

The outputs of the seven Minnesota administrator training institutions for the past five years are summarized in this section. The data for the state universities, UMD, and St. Thomas are combined in tables while the same data for the University of Minnesota (Twin Cities Campus) appear in separate tables. In most instances a third set of tables shows the totals for the state.

The degrees awarded at the five state universities, UMD and St. Thomas during the past five years are shown in Table 22. The increased output of these institutions in recent years is rather phenomenal. The total has increased by 50 percent. Not shown here (because the data for six institutions are combined) is the fact that Mankato, St. Cloud, and St. Thomas produce approximately 75 percent of the graduates shown in Table 22. And, looking ahead to Table 23, it is clear that including the output of Master's and Specialist's degrees from the University of Minnesota (Twin Cities Campus) would not change the picture significantly. These three institutions (Mankato, St. Cloud, and St. Thomas) still award about two of every three Master's and Specialist's degrees in the state of Minnesota.

The five-year output for the University of Minnesota (Twin Cities Campus) is shown in Table 23. There is little of note in this table except the lack of any trend. Then, too, it is significant that the Doctor's degree program produces more graduates than either the Master's degree or Specialist's degree programs.

TABLE 22
EDUCATIONAL ADMINISTRATION GRADUATES FROM MINNESOTA STATE UNIVERSITIES, UMD, AND ST. THOMAS DURING THE PAST FIVE YEARS

Year	Master's	Specialist's	Total
1970-71	133	12	145
1971-72	128	13	141
1972-73	142	29	171
1973-74	196	36	232
1974-75	167	52	219
TOTAL	766	142	908

TABLE 23
UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) GRADUATES WITH MAJORS IN EDUCATIONAL ADMINISTRATION DURING THE PAST FIVE YEARS

Year	Master's Degree	Specialist's Degree	Doctor's Degree	Total
1970-71	18	6	25	49
1971-72	12	16	34	62
1972-73	25	11	25	61
1973-74	28	14	27	69
1974-75	13	17	30	60
TOTAL	96	64	140	301

The outputs of all seven preparing institutions are combined in Table 24. Again, the impact of the accelerating production of a few institutions is apparent in the year-to-year totals. Most of the comments regarding the balance between supply and demand are reserved for the final chapter. Suffice it to say, however, that caution should be exercised in assuming that the institutions of higher education in Minnesota are glutting the market with trained school administrators. As noted earlier, initial certification now requires two years of post-baccalaureate training. Accordingly, less than 30 percent of the graduates shown in Table 24 are certifiable.

SEX OF GRADUATES

The 1973 study revealed a huge imbalance in the training of males and females for administrative posts. The five state universities (then state colleges) UMD and St. Thomas were accused of "not producing their share of female students." Further it was observed that "Minnesota public schools in the future are destined to repeat the discriminations of the past unless external interventions upset the system."

As shown in Table 25 the sought-after external interventions have not developed or their impact has been miniscule. The shift to the training of females has moved at a glacial pace. Again, it appears that these institutions cannot or will not correct the imbalance. External interventions are suggested once more.

TABLE 24
EDUCATIONAL ADMINISTRATION GRADUATES FROM MINNESOTA STATE UNIVERSITIES, UMD, ST. THOMAS, AND THE UNIVERSITY (TWIN CITIES CAMPUS) DURING THE PAST FIVE YEARS

	DEGREE				
YEAR	M.A.	Specialist	Ph.D.	Ed.D.	Total
1970-71	151	18	9	16	194
1971-72	140	29	16	18	203
1972-73	167	40	11	14	232
1973-74	224	50	10	17	301
1974-75	180	69	15	15	279
TOTAL	862	206	56	75	1209

TABLE 25
SEX OF GRADUATES WITH MAJORS IN EDUCATIONAL ADMINISTRATION DURING PAST FIVE YEARS FROM STATE UNIVERSITIES, UMD, AND ST. THOMAS

Year	Female	Male	Total	Percent Male
1970-71		136	145	93.8
1971-72	8	133	141	94.3
1972-73	10	161	171	94.2
1973-74	20	212	232	91.4
1974-75	27	192	219	87.6
TOTAL	74	834	908	91.8

The strong language above is only a little less appropriate for the University of Minnesota. While the percent of female graduates is approximately double that of the other training institutions in Minnesota, Table 26 indicates that about four of every five degrees are awarded to males. Again, there is some evidence of change as the percent of female graduates has increased in recent years but the numbers are terribly small. When the totals of Tables 25 and 26 are combined, only 130 of the 1209 degrees in the past five years were awarded to females. This is a paltry 10.8 percent.

RACE OF GRADUATES

The shocking statistics reported earlier about the dearth of females in administrator training programs pale when compared with the data for minorities. Again, this sweeping generalization is most applicable to the state universities, St. Thomas and UMD. Of the 908 degrees awarded by these institutions in the past five years, only 25 of them went to minorities—21 of whom were identified as "other" by the respondents. Four Blacks and no American Indians or Chicanos were graduated. (see table 27)

The Educational Administration program at the Twin Cities Campus of the University has attracted a somewhat larger number of minority students. Fellowship programs and recruitment efforts have been effective, as the data in Table 28 indicate. While this production of minority graduates is not impressive, it is far ahead of the other institutions in Minnesota. The University (Twin Cities Campus) produces but one-fourth of the graduate degrees in educational administration. However, 41 of the 66 minorities who received degrees in the past five years attended the University.

TABLE 26
SEX OF GRADUATES FROM THE UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) WITH MAJORS IN EDUCATIONAL ADMINISTRATION IN PAST FIVE YEARS

Year	Female	Male	Total	Percent Male
1970-71	7	42	49	85.7
1971-72	6	56	62	90.2
1972-73	14	47	61	77.0
1973-74	15	54	69	79.0
1974-75	14	46	60	77.0
TOTAL	56	245	301	81.0

TABLE 27
MINORITY STUDENTS COMPLETING GRADUATE DEGREES WITH MAJORS IN EDUCATIONAL ADMINISTRATION FROM STATE UNIVERSITIES, UMD, AND ST. THOMAS DURING THE PAST FIVE YEARS

Year	American Indian	Black	Chicano	Other	Total
1970-71	0	1	0	1	2
1971-72	0	1	0	3	4
1972-73	0	1	0	6	7
1973-74	0	0	0	5	5
1974-75	0	1	0	6	7
TOTAL	0	4	0	21	25

TABLE 28
MINORITY STUDENTS COMPLETING GRADUATE DEGREES WITH MAJORS IN EDUCATIONAL ADMINISTRATION FROM THE UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) IN THE PAST FIVE YEARS

Year	American Indian	Black	Chicano	Other	Total
1970-71	8	2	0	2	12
1971-72	1	2	1	0	4
1972-73	4	2	0	1	7
1973-74	1	3	1	1	6
1974-75	2	9	1	1	12
TOTAL	16	18	3	4	41

POSITIONS HELD BY GRADUATES

The positions now held by persons who completed degrees in educational administration during the past three years are shown in Tables 29, 30, and 31. The image of the state universities and St. Thomas as major producers of school administrators for Minnesota is supported by the data in these tables. With nearly 90 percent of their graduates now employed in the state, these institutions far exceed the University in every position title except "college teaching." The distribution of graduates from the University and the other institutions is otherwise surprisingly similar. As an example, 16 of the 190 graduates of the University (8.4 percent) are now school superintendents. The other institutions placed 45 of their 622 graduates (7.2 percent) in the same position. However, more of the University graduates tend to accept positions outside this state. Also, as shown in the next section of this report, there is a shift in the employment of Doctor's degree holders from college teaching to public school administration.

TABLE 29
POSITIONS NOW HELD BY EDUCATIONAL ADMINISTRATION MAJORS WHO HAVE GRADUATED FROM MINNESOTA STATE UNIVERSITIES, UMD, AND ST. THOMAS DURING THE PAST *THREE* YEARS

Position	LOCATION			Percent of All Positions
	Minnesota	Out-of-State	Total	
ELEMENTARY PRINCIPAL	169	13	182	29.3
SECONDARY PRINCIPAL	167	10	177	28.5
SUPERINTENDENT	39	6	45	7.2
COLLEGE TEACHING	0	0	0	0.0
OTHER ADMINISTRATORS	31	4	35	5.6
MISCELLANEOUS (TEACHERS, STUDENTS)	164	19	183	29.4
TOTAL	570	52	622	100.0

TABLE 30
POSITIONS NOW HELD BY GRADUATES FROM THE UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) WITH MAJORS IN EDUCATIONAL ADMINISTRATION, DURING THE PAST *THREE YEARS*

Position	LOCATION		Total	Percent of All Positions
	Minnesota	Out-of-State		
ELEMENTARY PRINCIPAL	23	1	24	12.6
SECONDARY PRINCIPAL	41	9	50	26.4
SUPERINTENDENT	14	2	16	8.4
COLLEGE TEACHING	9	7	16	8.4
OTHER ADMINISTRATIVE	29	17	46	24.2
MISCELLANEOUS (TEACHER, STUDENT)	132	6	38	20.0
TOTAL	148	42	190	100.0

TABLE 31
POSITIONS NOW HELD BY EDUCATIONAL ADMINISTRATION MAJORS WHO GRADUATED FROM MINNESOTA STATE UNIVERSITIES, UMD, ST. THOMAS AND THE UNIVERSITY OF MINNESOTA (TWIN CITIES CAMPUS) DURING THE PAST THREE YEARS

Position	LOCATION		Total	Percent of All Positions
	Minnesota	Out-of-State		
ELEMENTARY PRINCIPAL (OR ASST. PRINCIPAL)	192	14	206	25.0
SECONDARY PRINCIPAL (OR ASST. PRINCIPAL)	208	19	227	28.0
SUPERINTENDENT (OR ASST. SUPT.)	53	8	71	8.0
COLLEGE TEACHER	9	7	16	2.0
OTHER ADMINISTRATOR	60	21	81	10.0
MISCELLANEOUS (TEACHER, STUDENT)	196	25	221	27.0
TOTAL	718	94	812	100.0

THE DOCTOR'S DEGREE— UNIVERSITY OF MINNESOTA

The 1975 Alumni Directory of the Department of Educational Administration lists 259 persons who have obtained Doctor's degrees. Many of these degrees were awarded during the first half of this century, but significantly, 50 percent of them have been completed in the past five years. This recent surge in production and other factors have introduced changes in the employment pattern. As shown in Table 32, 43.8 percent of the recipients of Doctor's degrees prior to 1970 are now employed in four-year post-secondary institutions. Sixteen and eight-tenths percent (16.8) of the more recent graduates are in similar positions. Likewise, only 14 of the older group are elementary and secondary school administrators, whereas, 31 of the recent graduates are principals. The percent of each group in the superintendency is about the same.

As noted above, the basic shift in the employment pattern of Ph.D. and Ed.D. graduates has been from college teaching and administration to public school leadership positions. While this transition has been substantial, it is important to note that only slightly more than one-half of the recent graduates are in public school administration positions. This figure seems to have reached a plateau, suggesting that the professors at the University should prepare twice as many persons with Doctor's degrees as they expect to place in public school administration positions.

TABLE 32
POSITIONS NOW HELD BY PERSONS COMPLETING PH.D. AND ED.D. DEGREES IN EDUCATIONAL ADMINISTRATION AT THE UNIVERSITY OF MINNESOTA

Position	Graduated Prior To 1970		Graduated Since 1970	
	No.	%	No.	%
SUPERINTENDENT	16	12.5	12	9.2
CENTRAL OFFICE	12	9.5	30	22.9
SECONDARY ADM.	10	7.8	21	16.0
ELEMENTARY ADM.	4	3.1	10	7.6
COLLEGE TEACHERS & ADM.	56	43.8	22	16.8
COMMUNITY COLLEGE ADM.	10	7.8	6	4.6
PRIVATE SCHOOL	4	3.1	4	3.0
AGENCIES	4	3.1	16	12.3
FOREIGN	7	5.5	7	5.3
MISCELLANEOUS	5	3.9	3	2.3
TOTAL	128	100.0	131	100.0

CHAPTER FOUR

FUTURE DEMAND FOR SCHOOL ADMINISTRATORS IN MINNESOTA

It is more than a tautology to call attention to the hazards involved in predicting the future need for school administrators in a single state. Every technique has its limitations. A host of variables, many of which reside completely outside the educational establishment, expand or diminish the demand for school administrators.

Accepting all of these constraints, the decision was made to keep the research procedure as simple as possible, admitting in advance to the boundaries of knowledge reported here. Accordingly, superintendents were asked to predict changes in the next five years which will affect the demand for administrators in their district. A special effort was made to get the respondents to consider additions, reductions, and retirements which they anticipate. Inherent in the research design was the assumption that persons closest to the scene are the best prognosticators of changes in personnel needs. Obviously, a more extended outlook would be helpful, but since the art of forecasting in this field is an imperfect one, distant points tend to be even more obscure. A frequent replication of rather limited projections seems to be a wiser strategy.

The basic data produced by the collective projections of Minnesota school superintendents are shown in Table 33. These data are subject to all of the uncertainties discussed earlier. Also, since no superintendent was willing to predict his own demise, or that of any of his subordinates before retirement age, in this sense these projections of replacement needs must be viewed as minimal.

TABLE 33
NUMBER OF ADMINISTRATORS PRESENTLY EMPLOYED AND PROJECTED NEEDS AS REPORTED BY 430 MINNESOTA SUPERINTENDENTS

Position	Now Employed	Predicted Changes in The Next Five Years			
		Retire	Add	Reduce	Net Change
SUPERINTENDENT	430	89	0	6	+83
DEPUTY SUPERINTENDENT	4	1	0	1	0
ASSOCIATE SUPERINTENDENT	12	0	0	1	−1
ASSISTANT SUPERINTENDENT	109	4	16	3	+17
ADMINISTRATIVE ASSISTANT	86	13	30	10	+33
DIRECTOR	229	17	12	9	+20
ELEMENTARY PRINCIPAL	1134	87	40	64	+63
ASSISTANT ELEMENTARY PRINCIPAL	33	3	12	1	+14
SECONDARY PRINCIPAL	715	51	22	8	+65
ASSISTANT ELEMENTARY PRINCIPAL	470	9	40	27	+22
OTHER	201	20	5	5	+20
TOTAL	3423	294	177	135	+336

The need for 336 trained educational administrators in the next five years, as indicated in Table 33, is well below the 407 which was projected by the same method three years ago. The major contributor to this scaling down of future needs can be traced to the outlook for eliminating positions. In 1973 the superintendents expected to lose but 40 positions during the next five years. Now they are facing the loss of 135 positions between 1975 and 1980. Curiously, the number of anticipated new positions is about the same for both periods—179 in 1973 and now 177. Also, again the superintendents expect to add more administrative positions than they will lose. However, the dreams of additional administrative positions are now less ambitious. In 1973 the addition of positions was expected to exceed the loss of positions by 139. The figure for the next five year period is 42. A small increase in retirements is predicted. The 294 shown in Table 33 is 26 more than expected in the earlier study.

The largest change in administrative staffing seems destined to affect the elementary school principalship during the next five years. Superintendents were predicting further expansion of this position just three years ago. However, as shown in Table 33, they now say that 64 positions will be eliminated. Interestingly, they do see an expansion of the assistant elementary principalship in the next five years. The net result may be the shifting of some principals to assistant positions as enrollments continue to decline and schools are closed. The failure of superintendents to forecast similar changes and shifts at the secondary level is a bit strange. Clearly, the recent enrollment losses in the elementary schools will soon impact the junior and senior high schools. Perhaps superintendents look with disdain upon the prospect of closing secondary schools. After all, parents have bitterly resisted the closing of elementary schools. The resistance at the secondary level may be more than the superintendents are willing to endure.

CHAPTER FIVE

CONCLUSIONS AND POLICY IMPLICATIONS

The test of the value of action research of the type reported here is the extent to which it provides guidance for policy makers. Persons responsible for setting policies respecting both training programs and the state credentialing function should be aided in their work if this study is to be anything more than an academic exercise. Also, hopefully, persons who make decisions about selecting administrative personnel will be influenced by some of the data and logic concerning females and minorities. The training and employing functions are inextricably related. Employment possibilities for females and minorities must be realistic if they are to invest their time and money in administrative training. Conversely, employers cannot be expected to offer appointments to untrained individuals simply because of their sex or race. Possibly the material in this chapter will point toward a solution to this "which came first, the chicken or the egg" question in educational administration.

TRAINING CAPABILITIES OF MINNESOTA INSTITUTIONS

The recent history of the supply of administrators in Minnesota has been characterized by both expansion and contraction as the State Board of Education has alternately raised the required level of training and later granted approval to more institutions to provide it. Also, the State Board has normally included "grandfather" clauses and otherwise accommodated persons presently holding certificates. And to add further to the instability in the flow of qualified personnel, the Board always announces that its new regulations will become effective at some distant future date. This causes a

rush of activity as many persons want to escape the more stringent requirements. For example, Edu 330, which became effective July 1, 1974, states:

(g) Persons holding standard or provisional certificates for one of the administrative roles, whose first certificate for this role was issued prior to September 1, 1967, may be issued a continuing administrative certificate upon the next renewal.

(h) The continuing certificate may be renewed according to general regulations of the state board of education pertaining to continuing education, except that the endorsement of a superintendent's certificate required by Edu 547, shall be verified by the clerk of the local board of education on behalf of the board of education.

(i) In order to provide means for persons holding standard administrator's certificates to phase into the requirements of Edu 330, Sections (a) through (h), the following provisions of Section (i) shall be deleted from Edu 330 without further action of the board of education.

(1) Persons holding standard certificates for one of the administrative roles whose first certificate for this role was issued after September 1, 1967, shall complete the requirements of Edu 330, Sections (a) through (h), by July 1, 1979, or on the next date when an applicant's certificate must be renewed if it falls after July 1, 1979.

(2) Any person whose standard certificate as a school administrator lapses after July 1, 1974, shall meet requirements of Edu 330, Sections (a) through (h).

Assuming that this scenario will not be repeated, it is at last possible to make some more definitive projections about the supply of administrators which can be provided by the training institutions. This production can then be adjusted to parallel the projected need for trained talent.

The longitudinal perspective provided by the 1973 study, and this one three years later, suggests that the public schools of Minnesota need approximately 75 fully trained and certified administrators each year. Assuming that Minnesota

public schools continue to absorb 75 percent of all graduates in administrative roles as the data suggest, the combined annual production of training institutions should be about 150, 75 Minnesota administrators, 25 for other states, and 50 for other administrative roles. These individuals must have two years or more of post-baccalaureate preparation. Assuming further that 30 percent of the new administrators in Minnesota should have (or will want) the highest credentials as they compete with out-of-state candidates for choice Minnesota positions, and assuming that 50 percent of the recipients of Doctor's degrees will enter public school administration work, the production should be balanced between the Specialist and Doctor's degree.

Table 24 indicates that 99 persons completed the Specialist's and Doctor's degrees at Minnesota institutions in the most recent year of this study. This was by far the largest number ever produced in one year. However, if there is merit in the analysis above, the production is still well below the needs of the state. This is especially true at the highest level of preparation—the Doctor's degree. Production of graduates with this degree has leveled off at about 30 per year. A doubling of this production would not be unreasonable. Approximately 30 per year should enter public school work if Minnesota administrators are to maintain a training level comparable to the nation. The balance of this output could be absorbed by the agencies, universities, private schools, and other organizations which normally employ persons with high levels of preparation.

The foregoing discussion is limited to the preparation of persons at the Specialist's and Doctor's degree level. An increase in the production of Master's degrees in Minnesota no longer makes educational or economic sense. The emphasis must be shifted to higher levels of preparation. Institutions which are unable to provide it efficiently should drop their administrator training programs. Indeed, it is absurd to have seven preparation programs in Minnesota. Presently four institutions are preparing all but a few of the individuals who

can be certified according to the new State Board Regulations. Hopefully, the future expansion in administrator preparation will come at these institutions.

FUTURE DIRECTIONS

The discrepancies between the production and demand for trained administrators in Minnesota represent a challenge to the policy makers of the state. Some strategies for responding are delineated below. These recommendations have some foundation in the data which are reported in the tables of this study.

1. EMPLOY MORE FEMALES AND MINORITIES IN DEPARTMENTS OF EDUCATIONAL ADMINISTRATION.

It is fitting in a way to begin this list of recommendations with a reminder to training institutions that they, too, have failed to adjust employment patterns to contemporary standards. As shown in Table 34, these departments are largely "white male clubs" as they were in 1973 and for decades before that. The key to recruiting, training, and placing females and minorities may be found in the type of persons who populate educational administration departments. Certainly, to this date, no training institution in Minnesota has tested this hypothesis.

2. ALLOCATE ALL AVAILABLE RESOURCES INTO TRAINING AT THE LEVEL OF THE SPECIALIST'S AND DOCTOR'S DEGREES

This volume is replete with references to the lag between state certification requirements and the level of training of practitioners. This has developed largely because the State has periodically raised certification requirements. Presumably, the highest reasonable level has now been established and the present standard will remain fixed at two years of graduate study. The Master's degree in educational administration is therefore obsolete. Program planners seem to recognize that there is not sufficient content in administrator

TABLE 34
SEX AND RACE OF FACULTY IN THE DEPARTMENTS OF EDUCATIONAL ADMINISTRATION IN MINNESOTA PREPARING INSTITUTIONS, FALL 1975*

Faculty (Ass't Prof. or above)	Female		Male	
	Minority	White	Minority	White
FULL TIME	1	1	4	35
PART TIME	0	0	½ **	3**

***University of Minnesota (Twin Cities), UMD, Bemidji, Mankato, St. Cloud, St. Thomas, and Winona**

****Full time equivalent**

training programs to justify two years of study in educational administration. Students are therefore required to complete large blocks of credits in other fields. Accordingly, it seems wiser to reserve the professional administration training until the second year of graduate study. This approach would open the choice of potential trainees to all persons completing Master's degrees regardless of major field. Also, it would permit more efficient use of the limited resources for administrator preparation.

3. RECRUIT MORE FEMALES AND MINORITIES INTO PREPARATION PROGRAMS

The language contained in the 1973 study respecting this subject is still valid:

"The dearth of trained educational administrators from the ranks of minorities and females is well documented in this study and elsewhere in the literature. Clearly, there is a major need in this area and there is much work yet to be done in recruiting and preparing members from these major groups. The program at the Twin Cities campus of

the University of Minnesota to train American Indians is a model which should be replicated for other minorities and females."

4. EXPAND TRAINING CAPABILITY AT THE DOCTOR'S DEGREE LEVEL

This may sound like a self-serving message from a broken record since this document is being published by the only institution in the state which offers the Doctor's degree, and the recommendation to expand production has been made many times. The facts speak for themselves, however. The American Association of School Administrators reports that about 30 percent of its members hold the Doctor's degree. The Minnesota contingency to the same organization includes but 10 percent who hold this highest degree. Moreover, a whopping 50 percent of the Minnesota superintendents who have Doctor's degrees obtained them from institutions outside the state. While no comparable data are available for other states, the Minnesota situation is clearly atypical. The data in this study do show that very few Minnesota administrators are located outside the state.

Similar data for elementary and secondary school principals point in the same direction. Again, Minnesota lags far behind the nation in the percent of principals with Doctor's degrees. The National Association of Elementary School Principals reports that 6.8 percent of its members have completed the Doctor's degree. A comparable figure for elementary principals in Minnesota is 2.8 percent. Similarly, the membership in the National Association of Secondary Principals includes 15 percent with a Doctor's degree. The comparable figure for Minnesota is 6.1 percent.

The comparative statistics may not convince policy makers of the need to keep up with the other states. It can be argued that proof of the value of the Doctor's degree in school administration is not well established. Without succumbing to the temptation to debate that point here, suffice it to say that as a practical matter alone it is important for Minnesota administrators, and the state as a whole, to be competitive.

Level of training and quality of performance have a positive correlation in the minds of most educators and laymen.

5. EXPAND THE DOCTOR'S DEGREE PROGRAM FOR SUPERINTENDENTS AT THE UNIVERSITY OF MINNESOTA

The failure of the University of Minnesota to supply superintendents for the major school districts in Minnesota is very apparent. Recognition of this problem provided much of the momentum for installing the Ed.Ad. degree in 1967. However, fewer University graduates now head the major school districts than at any time in the past. University graduates simply do not compete favorably with out-of-state applicants for choice positions. The situation is especially critical respecting superintendent positions where the Doctor's degree is required or at least preferred. For example, only 8 of the 29 superintendents in the Twin Cities Metropolitan area holding Doctor's degrees obtained them at the University of Minnesota. The record of the University for training superintendents for the three first-class cities in the State is especially dismal. The last person to head the Minneapolis Public Schools, whose highest degree was awarded by the University, accepted that position in 1922. St. Paul last employed a University graduate as its superintendent in 1936. Duluth has employed but two University of Minnesota graduates to be the Chief Administrative Officer during this century. Moreover, a University of Minnesota graduate with a Doctor's degree has never been the superintendent in Minneapolis, St. Paul or Duluth. Furthermore, University of Minnesota graduates do not head the major school districts in any of the other forty-nine states.

While the lack of success of Minnesota trained candidates may be attributed to several factors, the limited pool of trained talent with suitable administrative experience is the major culprit. The remedy for this situation is an affirmative and aggressive approach to the recruiting and training of school superintendents.